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The symposium presented at the 1969 American Educational Research Association meeting was concerned with program development for rural isolated school districts and the opportunities for research opened through this project for educational improvement. The papers from the symposium describe an on-going program which can have great influence in improving the quality of education in majority Negro districts, and, hopefully, in all school districts. The papers presented are: 1) "A Coordinated Approach to Improving Educational Opportunities in Majority Negro School Districts" by Richard L. Fairley; 2) "Affective Dimensions of Teaching of Disadvantaged Children in Six Majority Negro School Districts" by William F. White; 3) "Administrative Challenges in Improving Educational Opportunities in 242 Majority Negro School Districts" by Ray E. Bruce; 4) "A Sociological Perspective on Rural Disadvantages in Education" by George W. Wallis; 5) "Curriculum Change and Majority Negro Districts" by Charles K. Franzen; and 6) "An Approach to Comprehensive Planning for Accelerating Educational Improvement in Rural Isolated School Systems of the Southeast" by Wiley S. Bolden. (DK)

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"EDUCATIONAL IMPROVEMENT IN MAJORITY NEGRO SCHOOL DISTRICTS IN SEVENTEEN SOUTHERN AND BORDER STATES"

(AERA Symposium, Los Angeles, 1969)

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A COORDINATED APPROACH TO IMPROVING EDUCATIONAL OPPORTUNITIES IN MAJORITY NEGRO SCHOOL DISTRICTS by Richard L. Fairley, Division of Equal Educational Opportunities, Office of Education, Washington, D. C.

AFFECTIVE DIMENSIONS OF TEACHING OF DISADVANTAGED CHILDREN IN SIX MAJORITY NEGRO SCHOOL DISTRICTS by William F. White, The University of Georgia.

ADMINISTRATIVE CHALLENGES IN IMPROVING EDUCATIONAL OPPORTUNITIES IN 242 MAJORITY NEGRO SCHOOL DISTRICTS by Ray E. Bruce, The University of Georgia.

A SOCIOLOGICAL PERSPECTIVE ON RURAL DISADVANTAGES IN EDUCATION by George W. Wallis, The University of Georgia.

CURRICULUM CHANGE AND MAJORITY NEGRO DISTRICTS by Charles K. Franzen, AATES, Atlanta, Georgia.

AN APPROACH TO COMPREHENSIVE PLANNING FOR ACCELERATING EDUCATIONAL IMPROVEMENT IN RURAL ISOLATED SCHOOL SYSTEMS OF THE SOUTHEAST by Wiley S. Bolden, Southeastern Education Laboratory, Atlanta, Georgia.

RC 003571

SYMPOSIUM: EDUCATIONAL IMPROVEMENT IN 242 MAJORITY NEGRO SCHOOL DISTRICTS IN SEVENTEEN SOUTHERN AND BORDER STATES

Morrill M. Hall, The University of Georgia, Chairman

The topic of this symposium, as printed in the program, is "Educational Improvement in 242 Majority Negro School Districts in Seventeen Southern and Border States." The justification for presentation at a national annual AERA meeting lies not so much in the research that has been done, although one of the speakers will be concerned directly with research, but in the opportunities for research opened through this program for educational improvement. At this point in time the project that is the topic for this symposium is more concerned with program development than with research; it is our hope that both concerns will be accommodated soon. A viable long range effort demands attention to both research and program development. The papers read today describe an on-going program which can have great influence in improving the quality of education in majority Negro districts, and, hopefully, in all school districts. We invite those of you here to listen to our presentations with an ear for meaningful research possibilities.

There is a second major reason, we think, which prompted the selection committee to grant us this symposium time. This project represents one of the first major efforts at the national level to bring to bear on a given problem resources from many different sources. You will hear of efforts made at the national, state, and local level. As this program has developed personnel and resources have been shared by the Department of Health, Education, and Welfare; State Departments of Education, local school districts, regional laboratories, and

universities. This endeavor has demonstrated in a most heartening manner that governments, institutions, and individuals, can cooperate to attack a major problem that is regional in scope but national in its implications.

Each presenter has been asked to prepare a relatively short paper to be read this afternoon. After all of the papers have been presented you will be given an opportunity to ask questions, make comments, and offer suggestions.

A COORDINATED APPROACH TO IMPROVING EDUCATIONAL OPPORTUNITIES IN MAJORITY NEGRO SCHOOL DISTRICTS

Richard L. Fairley*
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Division of Equal Educational Opportunities
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Washington, D. C.

Federal funds for education have increased substantially over the last few years. These funds are made available through various legislative titles, administered by separate program offices -- often different government agencies -- and all have unique requirements, guidelines and conditions for application. The U. S. Office of Education, alone, administers more than one hundred separate programs to aid in the education of the nation's citizens.

Few of these programs are carried out entirely by the federal government. Most are partnerships which depend upon the active cooperation and initiative of state and local education agencies, institutions of higher education, nongovernmental organizations, and individual Americans. This paper will highlight the technical assistance efforts of one project initiated by the U. S. Office of Education to enhance a partnership designed to improve educational opportunities in rural-isolated school districts with a majority Negro student population in the seventeen southern and border states.

During Congressional hearings, the last two years, many comments were received as to the need for establishing a program of technical assistance for small schools in rural areas in order that federal assistance under

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*On temporary assignment at Stanford University as a National Institute of Public Affairs Fellow.

the various statutes could be brought to bear to assist in the solution of education problems in rural school districts.[1]

During the same period of time, the program office within the Department of Health, Education and Welfare responsible for administering Title VI of the Civil Rights Act of 1964 expressed concern over the fact that approximately fifty per cent of the school systems whose federal funds had been terminated for noncompliance with the Act were rural, isolated and majority Negro.[2] It was obvious that federal funds were being denied those school systems that had the most severe educational problems.

In early 1968, a number of task forces were set up in the Office of Education in response to the interests of the Congress. The Division of Equal Educational Opportunities assumed the responsibility for rendering increased technical assistance to rural isolated school systems and to assist majority Negro school systems in improving educational opportunities, as these school districts desegregated to remain in compliance with the law. The mission of this task force is to bring as many resources as possible to bear on educational problems of rural, isolated, majority Negro school systems.

The thrust of task force activities took the following direction during the remainder of the 1968 fiscal year. Approximately 242 school districts in seventeen southern and border states were identified as being rural, isolated and comprised of student populations that are predominantly

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[1]U. S. Congress, Senate, Elementary and Secondary Education Act Amendments of 1967, 90th Cong., 1st Sess., 1967 Report, November 6, 1967, pp. 50.

[2]Title VI prohibits discrimination in federally assisted programs.

Negro. It was apparent that these districts had pressing basic educational problems and presented a unique problem in the struggle for equality of education as defined within the scope of school desegregation. Experience has indicated that, as school systems are desegregated, students are afforded "more equal" educational opportunities. However, in most of these 242 systems, because of the high majority of Negro students, desegregation would not change the racial composition of the schools significantly and their education programs might not improve sufficiently.

As a basis for planning improvements in the quality of education in such systems, surveys were made of six pilot districts in the states of Georgia, Mississippi, and South Carolina. The surveys were made by personnel from seven University Desegregation Centers.[3] Such Centers are funded under Title IV of the Civil Rights Act, administered by the Division of Equal Education Opportunity, USOE

Results of the surveys were reported at a meeting attended by representatives of the three state departments of education, the participating local education agencies, university desegregation centers, and representatives from the Southeastern Education Laboratory. An assessment was made of the most pressing educational needs of each school system. Once the needs were assessed, this partnership of educators

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[3]Participating Desegregation Centers are located at the following universities:

Auburn University	University of South Alabama
University of Georgia	University of South Carolina
University of Miami	Univ. of Southern Mississippi
University of Tennessee	

agreed to develop, cooperatively, more vigorous education programs for each school district. New projects were developed in the following areas:

1. In-service training for teachers
2. Preschool training
3. Follow-through activities
4. Communication skills development
5. Remedial reading
6. Drop out prevention
7. Organizational strategies

Cooperative effort among the agencies involved resulted in the development of comprehensive plans for resolving educational problems in five of the participating school districts.[4] The comprehensive plan involved the use of funds from many sources and for a variety of purposes. Funds were made available under Title IV of the Elementary snd Secondary Education Act and Title IV of the Civil Rights Act to the Southeastern Education Laboratory to help such districts develop new projects and more effectively apply for Federal funds. A series of summer institutes for teachers and administrators was conducted at the University of Georgia and supported by Title XI of the National Defense Education Act. Consultative services were made available from seven universities under Title IV of the Civil Rights Act. New education projects implemented by the school systems last fall were supported by Titles I and III of ESEA. The Southeastern Education Laboratory also provides

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[4]One school district was found ineligible to participate for failure to comply with Title VI of the Civil Rights Act of 1964. A list of participating school systems and programs being conducted is included as Appendix A.

continuing technical assistance to the local education agencies and assists in project evaluation. As a result of this pilot effort, many other school systems have expressed a desire to participate.

The goal of the Rural Isolated Task Force during fiscal year 1969 is to assist 100 additional school systems in improving their education programs in fall, 1969. To successfully implement the projects, it is proposed that 2500 teachers and other school personnel will be trained at nine universities in the summer of 1969. Funds for the training will be made available under the Education Professions Development Act and Title IV of the Civil Rights Act. The Bureau of Educational Personnel Development, USOE, recently announced awards to nine universities to conduct this training. Participating institutions are:

University of Georgia
University of Oklahoma
University of South Alabama
University of Texas
University of Virginia
University of South Carolina
St. Augustine's College
University of Southern Mississippi
Tulane University

It is anticipated that many of the participating school systems will commit Title I funds or other resources to supplement this effort.

These new activities are eligible to be funded under Titles I and III ESEA. Assistance in project development will continue to be available from the Southeastern Education Laboratory. While Titles I and III of the ESEA will be the primary sources of project support, additional support will be sought from funds from the Headstart, Follow Through, Bilingual, and Drop Out Programs.

Plans for Fiscal Year 1970 include involving the remaining more than one hundred rural, isolated, majority Negro school systems in the activities. It is also proposed to add new members from federal government agencies, state government agencies, institutions of higher education and private sectors of our society to this partnership striving, cooperatively, to improve educational opportunities for all Americans.

APPENDIX A

PARTICIPATING SCHOOL DISTRICTS

School District	State	New Projects
Twiggs County	Georgia	1. Pre-school 2. Remedial reading 3. In-service training 4. Interpersonal relationships 5. Communication skills 6. Follow through
Fairfield County	South Carolina	1. Pre-school 2. Flexible scheduling for elementary grades 3. In-service training 4. Interpersonal relationships
Williamsburg	South Carolina	1. Pre-school 2. Remedial reading 3. In-service training 4. Communication skills development 5. Interpersonal relationships
Clairborne County	Mississippi	1. Pre-school 2. Remedial reading 3. Dropout prevention 4. In-service training 5. Interpersonal relationships
East Tallahatchie	Mississippi	1. Remedial reading 2. Innovations a. team teaching b. non-gradedness c. paraprofessionals 3. Follow through 4. In-service training 5. Interpersonal relationships

AFFECTIVE DIMENSIONS OF TEACHERS OF DISADVANTAGED CHILDREN IN SIX MAJORITY NEGRO SCHOOL DISTRICTS

William F. White, University of Georgia

In most of the experimental programs aimed at reversing the cumulative deficit effect among economically deprived children, little concern focuses on the characteristics of the teacher of the disadvantaged. Even more limited is the research directed toward teaching strategies of deprived children (Taba and Elkins, 1966; White, 1969). The present study was to examine the structure of affect that teachers in six majority Negro school districts bring to the teacher learning process. Although the data from the study of six districts can not be generalized to the 242 majority Negro school districts in the Southeast, there is no known reason why the data would not at least be representative of most of the area. The marked similarity of teaching strategies observed in communities that are predominantly deprived provides some evidence that the teacher attitudes about children, teachers, principals, and racial expectancies are also homogeneous.

Ten concepts of 144 teachers (120 females, 24 males) in the six districts were assessed by the semantic differential (Osgood, Suci, and Tannenbaum, 1957). Twelve adjective pairs used in prior research (Rentz, White, and Fears, 1968; White and Butler, 1968) were used to measure each of the ten concepts on a seven point scale. Concepts scaled by the group are stated below:

1. This summer's institute
2. The economically deprived child
3. Myself
4. A Negro teacher

5. A white teacher
6. Negro principals
7. White principals
8. Other teachers
9. A Negro child
10. A white child.

Responses to the adjective pairs for all concepts were factor analyzed by the principal components solution with unities in the principal diagonal. Three components with eigenvalues greater than one and accounting for 61 percent of the total variance in the system, were rotated by Kaiser's (1958) normalized varimax routine. As commonly found in prior research, the three components of the semantic differential in this study were evaluation, potency, and activity. Mean factor scores were computed for every concept, permitting each concept to be located in a multidimensional semantic space (Rentz, 1969). The cluster of attitudes can be described by the relational pattern of these points in Euclidean space, and the distance between each concept and among clusters can be examined by a Euclidean D^2 function.

Figure 1 plots the ten concepts in semantic space of the evaluative and potency dimensions as perceived by the teachers at the beginning of the summer institute at the University of Georgia. Perhaps the best way to envision the constellation of attitudes is to think of the entire semantic space as the mirror of the attitudinal system of the 144 teachers in the institute. Each point on the plot represents the "feeling" between the teachers' perceptions of values, worth, and goodness (evaluation) and their concern for power and ability (potency).

Figure 2 contains the plots of the ten concepts in semantic space which were perceived at the conclusion of the institute.

Teachers' perception of four of the ten concepts shifted significantly from the beginning of the institute to its conclusion. Those concepts showing the greatest amount of change were The Summer Institute (1), A white child (10), A Negro child (9), and a Negro teacher (4). The remaining six concepts should not be viewed as rigid or less susceptible of change. It can merely be concluded that the six concepts were not reported to be different over the six week period.

The concept of the Negro teacher (4) was perceived initially to be a negative, worthless, almost valueless image with minimal social power. Significant change was observed in the image of the teacher at the conclusion of participation in the institute. The Negro teacher appeared to be more valuable and have a higher measure of personal worth, yet, the Negro teacher image continued to be characterized by low esteem in social status. There has been a great deal of discussion about the "disadvantaged teacher syndrome" indicating a poor self image, lack of scientific training, and the depressive feeling about the task of the deprived classroom. When a teacher is presented with 35-40 children who have inadequate speech models at home, who have minimal reinforcement for school achievement, and frequently come to school hungry and in need of medical and dental care, she becomes overwhelmed by the tremendous deficits and the small number of instruments and class materials to use for educational improvement.

In an environment in which children are consistently showing a cumulative deficit, teachers can easily lose hope, believing they cannot fulfill the sophisticated educational goals proposed for advantaged children. Teachers frequently adopt what has been called the self fulfilling prophecy. Teachers who are reinforced often enough for feeling that their deprived students are second-or third-rate students, will soon feel they, themselves, are also second-rate teachers and actually play the role of inferior type teachers.

The institute somehow brought about a change in this attitude. Perhaps the support by the institute staff for Negro teachers who would be willing to assume a leadership role in the improvement of education was well received by the Negro teachers. It may also be true that white teachers felt less threatened and identified professionally with the Negro teachers. No matter what the rationale for the changing image, the attitude toward the summer institute improved over the six week period.

The concept of <u>self</u> (3) provided some interesting inferences about ego centrality. The self image of the predominantly Negro teacher group had moved away from a position of security in solving their own problems toward a weak, low esteem position in their "feeling world." Frequently, in "normal" type populations, the concept of self is at the center of all other attitudes in semantic space. Clinically speaking, such a displacement of ego identity restricts independence, creative ability, and achievement striving, and brings about fear of the power structure, discontent, and a

concern for immediate gratification rather than a deferring of reward toward long range educational advantages. Emotional instability pushes the ego out of the center of a describable world of values, strengths, and activities. One can hypothesize that unless Negro teachers begin to place themselves in the center of their affective world, unless they perceive themselves as more important and powerful in decision making processes, the attitudinal world of such teachers will be unbalanced and ineffective. There is some evidence to support the statement that the summer institute caused teachers to feel more independent in their attitudes and possess more ego strength in resolving feelings about teaching in disadvantaged areas.

At the conclusion of the institute, the concepts of the white child (10) and the Negro child (9) reflected the concern of Federal programs for deprived children regardless of race. The Negro child appeared to be more able (higher Potency) and the white child concept was much more valuable (higher Evaluation) although less able than originally preceived. Both concepts of children appeared to be more homogeneous and to be described by similar needs. The economically deprived child (2) concept remained fixed in a position of relative weakness and need. Racial characteristics seemed to be sensitive to change, stimulated by participation in the institute. The deprived child was reported by the teachers to be threatening and desparate. Racial attitudes can change, but the frustrating image of the disadvantaged child awakens the need for Federal, State, and local support to reverse the cumulative deficit.

FIGURE 1: Plots of Ten Concepts in Semantic Space
As Perceived at the Beginning of the Institute

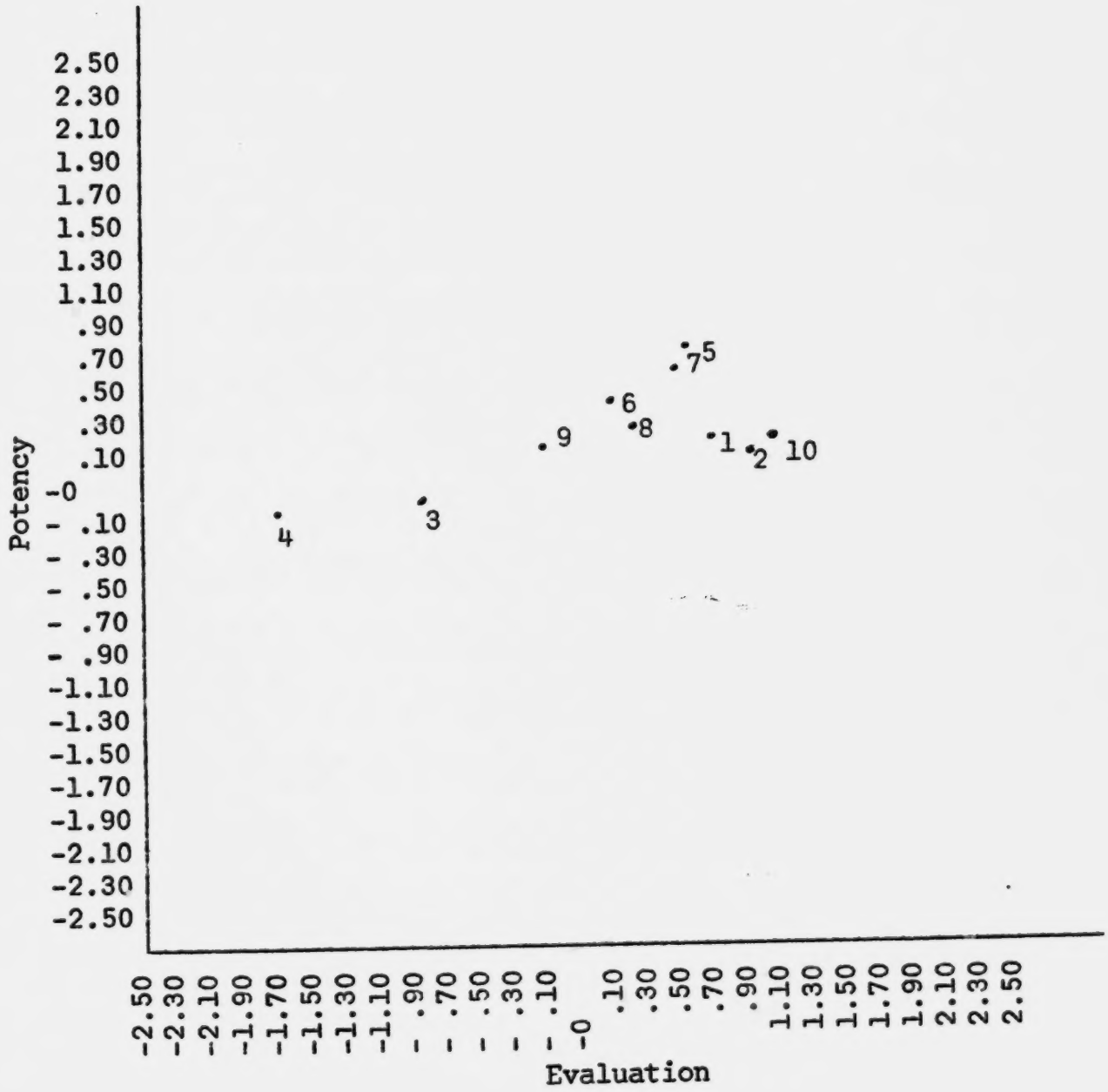
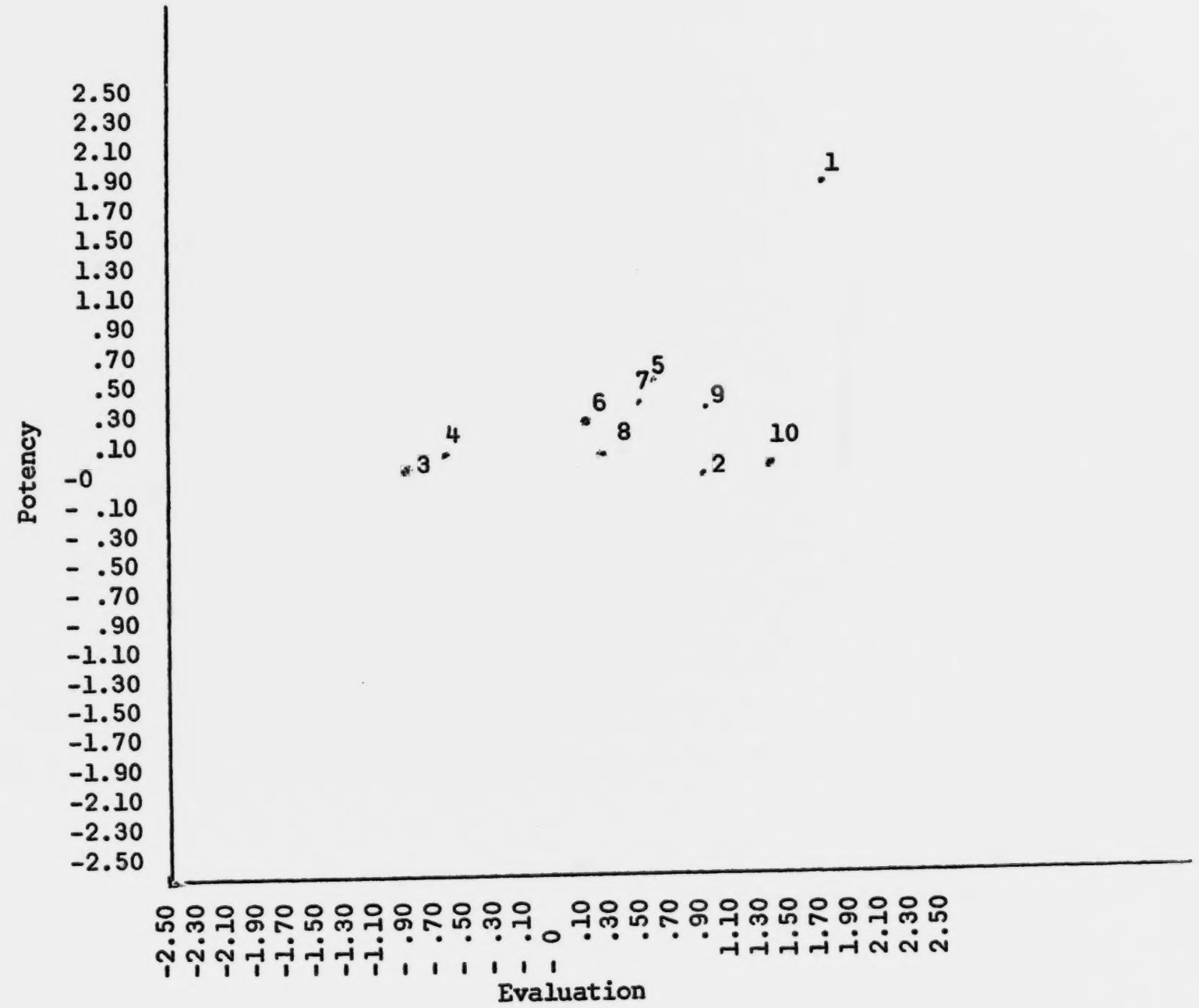


FIGURE 2: Plots of Ten Concepts in Semantic Space
As Perceived after the Institute



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ADMINISTRATIVE CHALLENGES IN IMPROVING EDUCATIONAL OPPORTUNITIES IN 242 MAJORITY NEGRO SCHOOL DISTRICTS

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One of the features of the broad program for school improvement proposed by the Rural Isolated Task Force was a series of institutes to be funded initially through Title XI of the National Defense Education Act. The University of Georgia was asked to conduct summer institutes during 1968 designed to address needs identified in the six school study already discussed by Mr. Fairley. The participants were to be teachers and administrators from the majority Negro districts.

Our faculty members chose to focus on those concerns most directly related to the improvement of the instructional program. Teachers from the school districts involved in the six school study participated in each of two three-week institutes. Superintendents and other school leaders in the 242 majority Negro districts throughout the 17 state area were invited to a two-week "Leadership Institute in the Education of Disadvantaged Children."

Fifty-eight school leaders accepted our invitation. They came from eight states and represented 48 school districts. The group included 20 superintendents. These school officials came in response to the promise of an institute which would suggest and assess some approaches to the improvement of educational programs for disadvantaged children. In coming to this institute, however, they were unable to leave behind their anxieties over problems abounding in their local school districts, and the overriding concern of each of the participants was that of

desegregation. In the very first session the participants sounded this concern, and it pervaded the discussion of every other problem throughout the two weeks.

The attitudes of the members concerning the problems of desegregation ranged widely. At one extreme were those who were earnestly seeking ways to effect movement toward a unitary school system with the least social and educational upheaval. At the other extreme were those who were seeking ways to improve the educational program while clinging to the dual school system.

It mattered not at all to most of those administrator participants that our institute was designed to consider methods of improving instructional programs for disadvantaged children and was not designed to grapple with the problems of desegregation. The major administrative challenge for each of these school leaders was desegregation and that challenge they would discuss! This they did -- directly, in their daily, largely unstructured, small group sessions and in their dormitory hours; and indirectly, in connection with each strategem for instructional improvement that was introduced.

We found in our time with these school leaders slight disposition to embrace either the findings or the recommendations of the six school study. We did find, however, a refreshing openness -- even an eagerness -- for comprehensive evaluation on an individual school basis and, on the part of most school leaders, a desire to improve educational programs for the disadvantaged.

The implementation of any recommendation for change presents administrative challenges. One of the most crucial challenges is that of winning agreement between administration and faculty that the recommendation addresses a high priority concern. It is at this critical point that we discovered a basic barrier to progress in the majority Negro districts. Questionnaires were prepared by my colleague Dr. William F. White, the distinguished psychologist whom you have just heard, and completed by the teachers and administrators with whom we studied during the summer. Based on the results of these questionnaires we must conclude that these two groups assess quite differently the relative importance of problems associated with teaching the disadvantaged. In ranking a list of 16 "Objectives of Programs for the Disadvantaged" the group of school leaders indicated primary concern for the following:

1. To develop and utilize materials, curricula, school organizations, and teaching techniques suitable for the needs of the disadvantaged child. (The teachers who attended the earlier institutes placed this objective twelfth in priority.)

2. To reduce the number of school dropouts among disadvantaged youth. (Teachers ranked this one number eight.)

3. To increase the school's effectiveness in identification, diagnosis, and treatment of physical, psychological, and environmental problems of the disadvantaged child. (Teacher rank: eleven.)

4. To improve the disadvantaged child's motivation to learn. (Teacher rank: five.)

5. To improve the overall scholastic performance of the disadvantaged child. (Teacher rank: ten.)

6. To improve the disadvantaged child's reading and other academic skills. (Teacher rank: seven.)

These six objectives tend to focus on school performance. The teachers, on the other hand, reflected a far greater concern for objectives which related to pupil behavior. The teachers placed the following objectives at the highest priority levels.

1. To improve understanding among home, school, and community; to increase the disadvantaged parent's involvement in the education of his children and to increase the participation of the community in the operation of its schools.

2. To raise the level of aspiration of the disadvantaged child.

3. To improve the self-concept of the disadvantaged child.

4. To provide the disadvantaged child with opportunities for success in school and to reduce his frustrations caused by repeated failures.

5. To improve the disadvantaged child's motivation to learn.

6. To broaden the disadvantaged child's cultural and experiential background, (including preschool disadvantaged children).

No one of these six objectives received even one top priority ranking from the school administrators. The only objective common to the top six objectives on the two lists was the one phrased, "To improve the disadvantaged child's motivation to learn." The administrators ranked that one number four; the teachers placed it fifth in priority.

A major administrative challenge lies in developing consensus between teachers (those who relate most directly to children in the classroom) and administrators (those who are responsible for recommending and carrying out policies which shape the instructional program).

Dr. White infers from the ranking of the objectives that the superintendents demonstrate a need for additional study of behavior, a need "to get under the surface of the feelings and thinking of men." This judgment wins hearty agreement from those of us who shared the summer experiences.

In still another kind of assessment, teachers and administrators were asked to assign priority ratings of 1-5 to each of 24 "Program Practices for Disadvantaged Children." The following practices were given the highest priority rating by the members of both groups.

1. Professional in-service education during the school year and during the summer.
2. Professional assistance to the teacher by subject matter specialists.
3. Remedial programs in reading and language.
4. Reduced class size.
5. Summer programs.
6. Increased kindergarten opportunities for the disadvantaged, and pre-school programs for three- and four-year-old disadvantaged children.

That there was consensus concerning the importance of these six practices suggests rather definite administrative direction. To the degree that funds are available from district or federal sources these practices should be currently operative in majority Negro school systems. Where funds are not available, the challenge would seem to be to demonstrate to school patrons the wisdom of meeting these needs and then to convince them to provide the necessary resources to implement the program practices.

This paper suggests that instructional improvement in majority Negro districts awaits establishment of priorities acceptable to both administrators and faculty members. That condition is necessary but not sufficient. The preparation of the local staff for more expanded service is necessary. The development of community awareness and acceptance of new ideas and then funding are additional requirements.

An impressive array of outside talent and resources is now available for the meeting of these necessary conditions. The opportunities for improvement in majority Negro districts have never been so promising. But the administrative challenges are present as always. It is only in that school district where the superintendent has a vision of a better program of instruction and can mobilize the now available resources to that end that the conditions are sufficient.

A SOCIOLOGICAL PERSPECTIVE ON RURAL DISADVANTAGES IN EDUCATION

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The Six Districts Report observed that:

> . . . there were 242 school systems in the 17 southern and border states in which Negro students made up a majority of the children enrolled . . . . these 242 systems composed approximately 10 per cent of all systems in these seventeen states (but) they accounted for about 50 per cent of those systems in which federal funds had been terminated for noncompliance with the Civil Rights Act of 1964. (1)

It is apparent that there exist special difficulties in transforming these dual systems into unitary systems. Do they also have special problems in overcoming educational disadvantages? This paper focuses upon several problems which tend to distinguish disadvantaged rural Negro children from other disadvantaged groupings, such as ghetto children or rural white children.

These districts constitute lagging sub-cultures, are characterized by lagging economic systems, and are located in a lagging region. The Negro children who constitute the majority of the school population in these districts face special problems deriving from their rural position, problems which are compounded by the additional factor of their subjection to poverty and prejudice. But a central source of problems is their rurality.

Rural life is not representative of modern society. Few students now attending rural schools will live as adults in a rural community. Negro students are especially unlikely to be farmers, work on farms, or live in rural areas. Since 1920, the number of Negro farmers has dropped from 900,000 to less than 180,000. It is probable that this trend will continue.

The migration of Negro-Americans to the city will also continue. Already Negro-Americans are more urban than white Americans. Seventy-two per cent of all non-whites resided in urban areas in 1960. This is three times the non-white urban percentage in 1900. Although rural enclaves such as these districts will remain, the rural life-style is under growing pressure from the spreading influence of urbanism. While all students are confronted by a rapidly changing society, for urban students the world will simply (or not so simply) become more urban. But for students with a rural background, the urbanized lifestyle will be a radical transformation. Rural schools do not adequately prepare students for this transformation. Negro students are even less adequately prepared than whites. Hence, lacking the skills, attitudes, and access to the opportunities of modern urban life, they are being short changed of the opportunity to take full advantage of their American citizenship.

In rural communities, the "revolution of rising expectations" has not had as full an impact as in urban communities. Overt manifestations of protest and desire for social change are more likely to occur in those groups whose expectations have been aroused and then frustrated. Groups which have experienced some progress are more likely to be dissatisfied and to seek further progress than groups whose position has remained low. Change has occurred more swiftly for urban Negroes than for those in rural areas. Therefore, relative deprivation as a motive for change has been less effective for the rural Negro than for his urban counterpart.

The awareness of Negro Americans of "status inconsistencies" -- variances between the ideal values of democracy and the real values expressed in discrimination and segregation -- has been of major significance

for change. Negro Americans have become painfully conscious of the discrepancies between their ascribed status of race as it circumscribes their lives and their achieved statuses as high school or college graduates, skilled, white collar or professional workers. Status inconsistency is being felt most keenly within the rising new middle- and lower-middle classes, nourished and trained within urban black belts. Thus, like relative deprivation, status inconsistency is noticeably an urban phenomenon, the benefits of which accrue primarily to urban residents.

Another type of rural problem is due to the paternalistic social structure of the South. This traditional system of relationships, which is responsible for many of the current educational problems in these districts, still operates effectively to maintain the norms of social distance, perpetuate existing power differentials, and limit social mobility by preventing Negroes from aspiring too highly and whites from sinking too low. The operations of this system are illustrated by such activities as the Selma, Alabama, job-training program which became known as "Operation Draino". This pseudo-rehabilitative program trained men for such tasks as garbage pickup and ditch-digging.

It seems reasonable to claim that much of the disturbance felt by objecting white rural Southerners to integrated education has not necessarily been due to the physical proximity of the races attending classes together. Physical proximity has never been very objectionable, even to discriminators, as long as social distance was maintained. However, when whites and Negroes attend classes together, they are imbued with the same aspirations, taught the same skills, and compete for the same goals.

The bringing into competition of groups that were formerly separated by a system of deferential submissiveness on the part of the Negro, and exploitative paternalism on the part of the white is a major source of controversy and conflict. This system of ethnic stratification acts to accommodate and maintain stable minorities. As such, through the years, by custom and convention, by imposition from above and acceptance from below, it becomes a type of moral order. As a moral order with its own norms and accepted relationships, it tends to be defended by both white and Negro. As a result, modifications in the educational system, especially modifications designed to promote mobility, may be regarded as an assault upon the personality, the community, or upon valued relationships. Educational reformers should expect, therefore, to face the resistance even of those who are intended to be the prime beneficiaries of their proposed reforms.

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CURRICULUM CHANGE AND MAJORITY NEGRO DISTRICTS

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In this paper I shall attempt to develop a basis for establishing guidelines for improving the curriculum in majority Negro school districts.

Investigations have found that the educational programs in these districts were originally established by the few white middle and upper class residents who viewed the purpose of schools as solely college preparatory. The programs have been suited neither to the white nor black students from low socio-economic families. The segregated black schools were patterned after and became carbon copies of the white schools in their curricular organization and have developed inflexible curricular organizations to an even greater extent than their white counterparts. Members of the black educational communities have resisted efforts to impose changes in their schools. Many Negro teachers in these districts are indigenous to the districts, possess substandard certificates, and perpetuate the existing traditional curricular organization. For these reasons the rural isolated school district appears to provide a fertile field for efforts to bring about curricular change and improvement.

In 1967, members of the Rural Isolated Task Force surveyed six southern rural isolated school systems and found several basic educational needs related directly to school curriculum:

1) strengthening of communication skills
2) improvement of interpersonal relations
3) inclusion of preschool and follow-through programs such as team-teaching and non-gradedness.

The Task Force suggested that the teachers in these school systems provided the key to curricular improvement and should benefit from participating in a summer institute designed to increase their overall effectiveness in working with students. Such an institute took place in the summer of 1968 on the campus of the University of Georgia. Teachers from six school districts from Mississippi, South Carolina, and Georgia attended the institute for two three-week sessions.

The objectives for the institute were:

1) to provide each participant with opportunities to increase his understanding of the rural society from which his students come.
2) to help each participant increase his understanding of the classroom learning problems of disadvantaged children and youth through an analysis of their psychological characteristics.
3) to give each participant the opportunity to examine the possible contribution to the educational program, within his school, of current educational practices and programs.
4) to offer the opportunity for each participant to increase his depth of knowledge in at least one content area.
5) to provide each participant experiences in the use of educational media.
6) to involve each participant in many kinds of groups in order to provide a laboratory reference for the institute-long emphasis on interpersonal relations.
7) to help each participant identify techniques he can employ in improving communication skills in his students.

The instructors of the institute represented the fields of sociology, educational psychology, curriculum, administration and subject matter.

In order to ascertain more specifically the individual and group professional needs of the participants, the instructional staff questioned and observed them throughout the six-week period. William F. White conducted a formal study of the affective dimensions of the participants. An informal study of teacher competencies and their concepts of curriculum was made by the instructional staff during the sessions in which participants discussed curricular concerns.

The instructional staff made the following observations which have curricular implications:

1) Ninety percent of the participants were Negro and all participants taught on segregated faculties.
2) These teachers, for the most part, had difficulty with oral and written expression.
3) Teachers felt that the curriculum was decreed by educational authorities from state and/or local levels.
4) Teachers thought that academic standards were mandated by school administrators.
5) Teachers indicated a fear of administrators.
6) Teachers said that classroom disciplinary problems were common and hindered their efforts.
7) Teachers had some students who refused to verbalize whatsoever in the classroom.

From these observations one might arrive at the following assumptions:

1) Many of these teachers do not possess the competencies necessary to teaching.

2) Teachers consider the curriculum and student academic standards as being imposed upon them from higher professional levels.

3) Many teachers cannot meet these academic standards themselves and yet must interpret them to their students.

4) Many students react to the above classroom situation by complete withdrawal or by overt, disruptive behavior.

5) Teachers feel trapped and frustrated in these situations for which they see no chance for change; nor are they capable at present to effect change.

Guidelines for effecting curricular improvement in these rural isolated districts should include the following considerations:

1) Mutual respect and trust must characterize the professional relationships among teachers and administrators.

2) Teachers must develop teaching competencies to a high level.

3) Curricular offerings and academic standards must permit students to function initially on their own terms and then gradually to move toward successful performance under imposed standards. (For instance, pupils entering the first grade should deal with the language arts program in terms of the language they bring with them to school. Likewise, curricular materials should permit the student to learn to communicate about his own surroundings and relationships. Successful language experiences on the students' terms can gradually lead to successful language experiences at the levels of national expectations.)

Inservice programs in these districts, therefore, must raise the competencies of the teachers and in so doing develop their confidence in their professional abilities. Programs for teachers must also help them to appreciate the need for developing curricular offerings which are relevant to themselves and their students. The professional educators in these districts must develop professional competencies and have positive self-images in order to be able to initiate curricular improvement.

AN APPROACH TO COMPREHENSIVE PLANNING FOR ACCELERATING EDUCATIONAL IMPROVEMENT IN RURAL ISOLATED SCHOOL SYSTEMS OF THE SOUTHEAST*

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The Southeastern Education Laboratory is another partner in the Rural Isolated Task Force. This paper describes our involvement in the total effort of this group. In April, 1968, under a special contract with the Office of Education, the Southeastern Education Laboratory assumed responsibility for coordinating a program designed to bring maximum resources to bear on educational problems in rural isolated school systems where the majority of the pupils are Negro. With its ongoing basic programs and projects already aimed at the alleviation of educational deprivation in the Southeast, the Laboratory saw in the new program an opportunity to strengthen and extend its efforts and furnish needed assistance to school systems.

With the May 13, 1968, deadline for submitting Title III (P.L. 89-10) proposals less than one month away, the immediate task of the Laboratory was to involve each of the systems included in the six district study in the development of fundable Title III projects. The first step was the formation of a task force for each school system to help in planning the projects. Each task force included representatives from the local school system, state educational agencies, university

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desegregation centers funded under Title IV of the Civil Rights Act of 1964, and the Southeastern Education Laboratory. Using as a frame of reference the problem areas found characteristic of the six systems as a whole, each task force initially identified local problems, assessed any local plans that may have been formulated to solve them, determined the appropriateness of ongoing Laboratory programs for meeting local needs, and subsequently established priority areas for the development of local programs. These areas, each of which subsumed specific problems, were as follows: communication skills development, preschool instruction, reading improvement, follow-through instruction, dropout reduction, in-service teacher education, and organizational strategies for learning.

For each school system a Title III proposal was then prepared incorporating in varying proportions the program areas identified by the task force. In June, 1968, each of five systems received Title III funds in the amount of approximately $50,000 to initiate program activities for the 1968-69 school year.

The cooperative effort resulting in the funding of the five Title III projects not only validated the effectiveness of inter-agency cooperation in educational planning for the rural isolated schools but corroborated the view that the school systems involved could profitably use the technical assistance they received in comprehensive planning.

To provide further assistance to the rural isolated school systems, the Laboratory proceeded to develop a model for comprehensive educational planning that incorporated each of the Title III projects developed for

the pilot systems.[1] This single comprehensive program was couched in the format of a Title III proposal. It was felt that this plan could be adapted to local conditions and, therefore, could be used by any school system with characteristics similar to the six that comprised the pilot system. Once completed, the plan would be made available to any of the 242 systems that requested it.

To develop the plan, groups of consultants were assembled at the Laboratory to refine salient features, including objectives, program procedures, and evaluation, of each of the seven areas derived from the study of the six pilot systems. The Laboratory staff contributed other basic data necessary for completing each proposal and then integrated the components of the model into a single model plan. During July, 1968, in a special session of an NDEA training institute for teachers of the disadvantaged held at the University of Georgia, the first draft of the model was presented for study and discussion to superintendents from 48 of the 242 rural isolated systems. (Planning of the Title III proposals for the six pilot systems and planning of the summer training institute for preparing teachers and administrators to implement these proposals occurred concomitantly.)

Reactions of the superintendents during the institute session, along with responses subsequently received from school officials of other systems among the 242, suggested that a more useful approach to comprehensive planning for these systems might consist of separate models based on each

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[1] Comprehensive Educational Planning for Rural Isolated Schools: A Model, 1968. Prepared by the Southeastern Education Laboratory, Atlanta, Georgia.

of the seven components of the comprehensive model. Seven models would be more readily adaptable to needs of local situations.

The Laboratory staff, drawing upon the basic information in the comprehensive model and devising the necessary additional supporting data, converted the comprehensive model into seven separate models, six based on the Title III format and one based on the Title I (P.L. 89-10) format.

After a first draft of each of the seven models was completed, Title I and Title III officials from seven of the State Departments of Education that serve the rural isolated school systems were invited to the Laboratory to give a critical review of the models. And at the same time, a copy of each model was sent for review to each of the fourteen desegregation consulting centers on campuses of southern universities.

Consultations with Title I and Title III officials proceeded in this manner: One pair of officials at a time spent one day at the Laboratory; the pair was first briefed on the rural isolated program by a Laboratory staff member, the officials were then asked to spend the remainder of the morning and a portion of the afternoon studying as they chose, either individually or together one or more of the seven models. A noon luncheon with the program staff members provided the visitors an opportunity to clarify any aspect of the task and to agree on a time to begin the feedback session. In the afternoon feedback session, both officials shared their views on the models with members of the program staff.

As was expected, the feedback from the Title I and Title III officials yielded general improvement in the seven models, and provided revisions that reflected specifications of the various State Departments of Education. In addition, input from the desegregation consulting centers contributed to the refinement of the models.

These seven models are not in publication and will be made available to the 242 rural isolated school systems by February 15, 1969. Once a school system determines that its needs correspond to one or more of the model programs, the appropriate model program can provide a point of depature for designing a proposal without the assistance of a large staff and without excessive expenditure of funds for consultant service. Simultaneously, the system can make use of the technical assistance of the State Department of Education, the desegregation consultation centers, and the Southeastern Education Laboratory.

Over the approximately ten-month period of intensive involvement with rural isolated school systems, the Laboratory staff has acquired considerable understanding of special problems these systems face in planning and implementing change. Now at the Laboratory in its initial stage of development is a comprehensive educational planning guide for rural isolated school systems. The guide, which is to be constructed on a guidelines format including copious examples, diagrams, and suggested alternative methods of planning, will be completed and ready for pilot testing by May, 1969. Since rural isolated school systems have not had the financial resources to develop a staff with capacity for project development and comprehensive planning, the guide

should be an especially helpful tool. Using the guide, a local school system should be able to identify its problems, establish priorities among them, and develop immediate action programs as building blocks within the framework of long-term comprehensive plans.

The Southeastern Education Laboratory continues to seek opportunities for accelerating educational improvement in rural isolated school systems.